



SOUTHWEST QUADRANT SMALL AREA PLAN BACKGROUND INFORMATION

for Route 1 South
Housing Affordability Strategy
February 16, 2018



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I. INTRODUCTION

1.1 Background Information Document

The existing 1992 Southwest Quadrant Small Area Plan (1992 SW Quadrant SAP) is one of 18 small area plans that make up the City of Alexandria, Virginia’s Master Plan. Located in the southeastern part of the City, Old Town North is bordered by Washington Street to the east, Duke Street to the North, Hoof Run to the West, and the Capital Beltway to the south. See Planning History for more detail on the 1992 SW Quadrant SAP.

This document provides background information on the planning history of the Southwest Quadrant as well as existing conditions that shape the built environment and character of the community. Maps of existing land uses, zoning regulations, open space, historic resources, and infrastructure have been compiled to utilize as a reference tool through the overall planning process for the Route 1 South Housing Affordability Strategy.

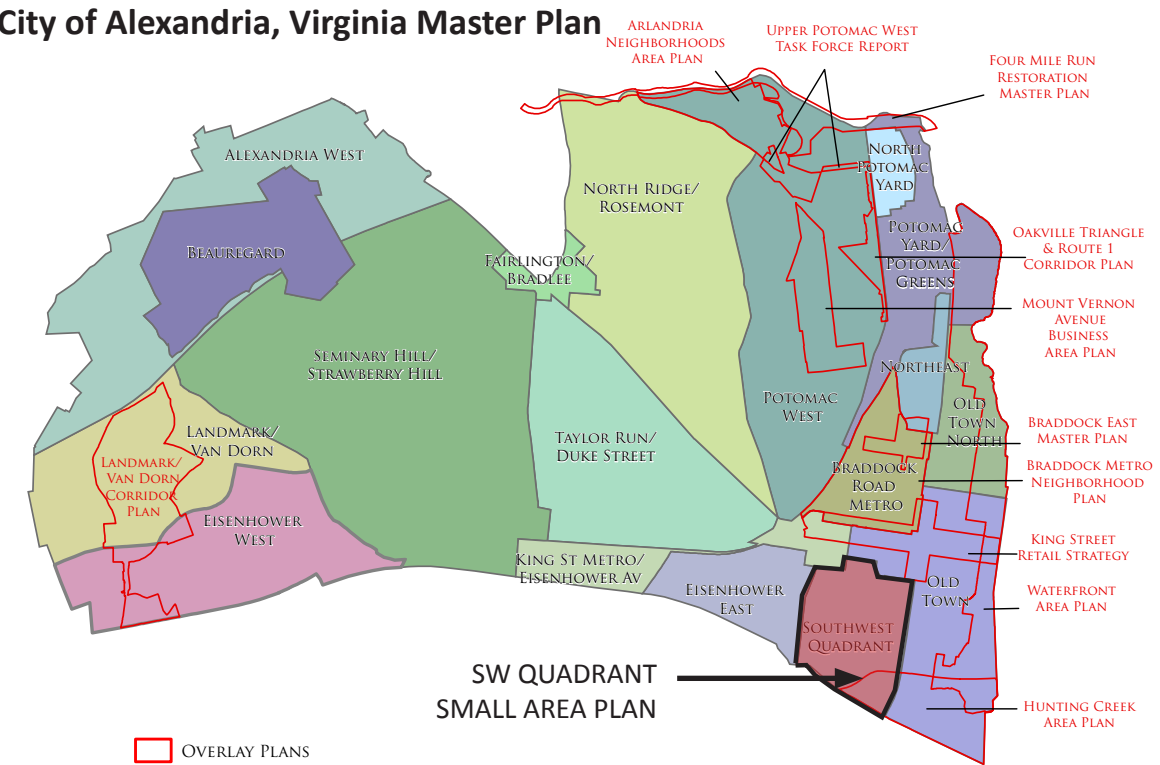
1.2 Why a Housing Affordability Strategy Now, Here?

In May 2017, City Council adopted its FY2018 Interdepartmental Long-Range Planning Work Program, which includes the Route 1 South Housing Affordability Strategy planning effort focused on a portion of the Southwest Quadrant Small Area around Route 1 south of Duke Street. The timing of this effort is closely tied to the expiration of affordability contracts on two large rental communities in the corridor – the Heritage at Old Town and Olde Towne West III. This initiative will explore opportunities to maintain housing affordability in the plan area through the future preservation, renovation and/or redevelopment of these properties. Working with the community and commercial property owners, this planning effort will develop strategies and identify public and private resources and tools to preserve housing affordability and diversity, including existing expiring long-term subsidies that provide deep affordability for many of the rental units. It will also explore strategies to strengthen the character of the neighborhood, prioritize safety and accessibility along Route 1 South, and create a more welcoming gateway to the city.

1.3 Housing Affordability in Alexandria

Like most Northern Virginia communities, the City of Alexandria is facing a worsening shortage of affordable housing. This shortage is fueled by several factors—rising rents (resulting in the loss of market-affordable units), stagnating wages coupled with disproportionate job growth in lower-wage sectors, and declining federal housing funding. The City’s market affordable inventory has shrunk by over 16,500 units, or approximately 90%, between 2000 and 2017 while its stock of committed affordable units has experienced limited net change. During the same period, the average rent for a 2-bedroom unit in the City and the average residential assessment have skyrocketed by 95% and 178%, respectively, while the region’s median income has increased only 33%. This widening gap is magnifying Alexandrians’ housing-cost burden and impairing their quality of life, as well as straining transportation and social services networks. This is evidenced in troubling findings—more than two thirds of low- and moderate-income Alexandrians (earning less than \$75,000/year) spend 30% or more of their household income on rent or mortgage payments (2012-2016 ACS 5-Year Estimates) while three-quarters of Alexandria’s workforce, or over 74,000 workers, commute from outside the City (2009-2013 ACS 5-Year Estimates).

City of Alexandria, Virginia Master Plan

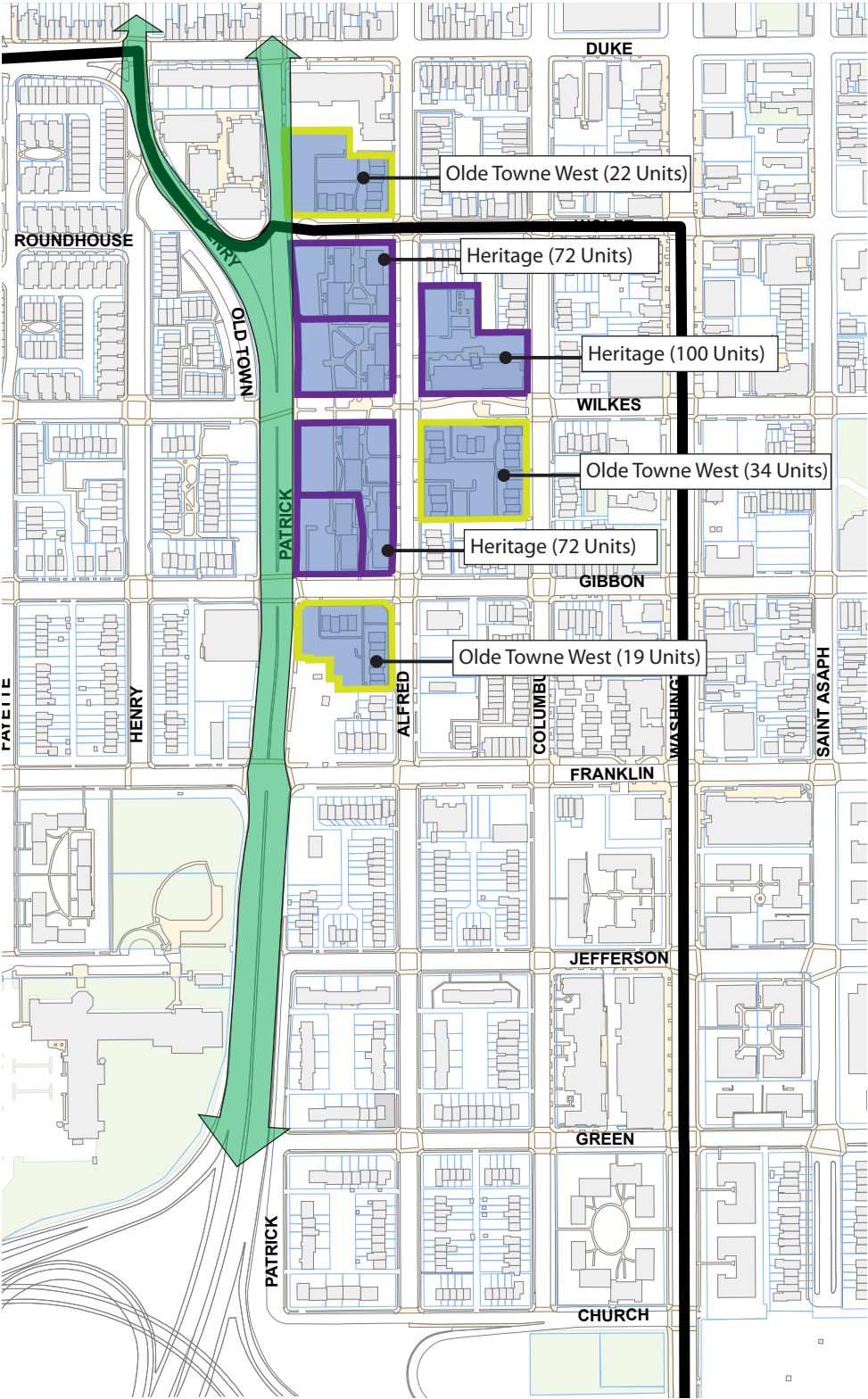


Plans identified with red boundaries signify overlay plans. Overlay plans are supplemental plans and amendments to existing Small Area Plans.



Route 1 South Housing Affordability Strategy - General Plan Area

1.4 BACKGROUND ON HOUSING SITES WITH AFFORDABILITY CONTRACTS



Heritage
Spanning three city blocks, the Heritage at Old Town comprises one mid-rise apartment building and 12 garden-style apartment buildings as shown in the map. The garden apartments front and help define the character of Route 1 South. Formerly referred to as Olde Towne West I and II, the Heritage at Old Town was constructed in two phases (the third phase of the development retained the name Olde Towne West III and is under separate ownership).

The first phase, constructed in 1976, consists of the 100-unit mid-rise and 72 garden apartments. Initially funded under the Section 236 Rental Assistance Program, 68 of the units in this phase have project-based Section 8 vouchers now operated under the Mark-Up-To-Market program. The contract for these units is subject to voluntary annual renewals each January.

The remaining 104 units are generally affordable to households earning between 70% and 75% of AMI. These units are also critically important to the City as the property accepts residents with Housing Choice Vouchers, and help diversify housing options in the area.

An additional 72 garden apartments were constructed in 1978 as part of the community’s second phase of development. The project-based Section 8 contract for these units is also subject to voluntary annual renewals under the Mark-Up-To-Market program. The majority (174) of the units at the Heritage are one bedroom; the balance are two bedroom units.

Olde Towne West III
Olde Towne West III is a 75-unit affordable rental townhouse community on three non-contiguous parcels (two additional units are offline which house the leasing office and maintenance facility). Owned by the neighboring Alfred Street Baptist Church (ASBC) since 2009, the units operate under a Section 8 Project-Based Voucher contract administered by the Virginia Housing Development Authority (VHDA) which is scheduled to sunset in late 2019/early 2020. 22 of the units about the boundary of the Southwest Quadrant to the north and are the subject of a current redevelopment application by ASBC through which the Church proposes to expand its worship space and supporting facilities immediately to the south of its current building; this application is being pursued separate from the Route 1 South planning process. (To mitigate the potential impact of the proposed redevelopment on the 22 households, ASBC is working with a local nonprofit developer, the Alexandria Housing Development Corporation (AHDC) to relocate impacted households to other comparable affordable housing within the City; to provide appropriate relocation support and resources; and to identify 22 new replacement units within the neighborhood or City.).

The remaining 55 units owned by ASBC are similarly subject to redevelopment as market pressures increase and their current affordability term expires.

It is also important to note that Olde Towne West III provides a critical source of deeply affordable family sized units with 35 three- and four-bedroom units.

LEGEND

- Olde Towne West III
- Heritage at Old Town
- SW Quadrant SAP Boundary



Heritage



Olde Towne West III



Project Based Vouchers
Funded by the federal government, project-based (Section 8) vouchers (PBVs) are a critical source of deeply affordable housing in the City. They constitute approximately 30% of the City’s committed affordable rental housing stock. Residents pay 30% of their income toward the rent, and the PBV pays the difference up to an established fair market rent, and potentially, some utility costs. PBVs operate similarly to Housing Choice Vouchers, but are tied to a specific property rather than a household. PBV contracts typically have 20-year term of affordability with varying options to renew or extend. In the City, some PBVs are administered by the Alexandria Redevelopment Housing Authority (ARHA) while others, such as the Heritage at Old Town and Olde Towne West III, are administered through Housing Assistance Contracts managed directly by HUD, the Virginia Housing Development Authority, or other funding agencies.

1.5 Planning History

Southwest Quadrant Small Area Plan (Adopted 1992 Master Plan)

The [1992 Master Plan of the Southwest Quadrant](#) includes the areas outlined in Figure 1. The first area, seen in blue, is described in the first half of the Plan while the second area, seen in pink, is described in the Addendum portion of the Plan. The following depicts a summary of the entire Plan's Goals, Objectives and Recommendations.

Goals and Objectives of the Plan

Goals (pg. 16 and pg. A10)

1. To preserve existing residential neighborhoods and uses;
2. To protect residential neighborhoods from inappropriate commercial uses and densities resulting from redevelopment of adjacent commercial and industrial properties;
3. To protect the historic character of S. Washington Street and the area north of Duke Street by moderating commercial redevelopment densities and heights;
4. To protect residential areas from through traffic resulting from redevelopment of the area;
5. To promote coordinated mixed use development on the Southern Properties and abutting commercial properties while minimizing traffic impacts to adjacent residential areas.

Objectives (pg. 16 and pg. A10)

- Rezone to residential existing residential uses which are now zoned commercial.
- Provide height, density and use transitions between existing residential uses and commercial, institutional, industrial properties, and future development.
- Reduce the scale and density of commercial development along S. Washington Street in scale with existing historic commercial uses.
- Promote a moderate scale and density for future commercial development along Duke Street and a design which is compatible with the adjacent Old and Historic District.
- Prevent additional roadway connections which might induce commuter traffic through residential streets.
- Rezone industrially zoned properties that are used for institutional and utility purposes to zoning categories that are more appropriate for these uses.
- Promote coordinated mixed use development of the redevelopable commercial and industrial properties between West, Wilkes, S. Henry and Duke Street.
- That more attention be given to urban design in consideration of the gateway character of the Southwest Quadrant area.
- Explore the feasibility of constructing a bicycle path connection from Eisenhower Valley to the Mt. Vernon bike trail.

Transportation Recommendations (pg. 31 and A19)

1. Re-designate Gibbon Street between Route 1 and Washington Street from local street to an arterial street.
2. That the 300 block of S. Payne Street not connect through to the 500 block of S. Payne Street.

ROUTE 1 SOUTH

BACKGROUND INFORMATION - 2/16/18

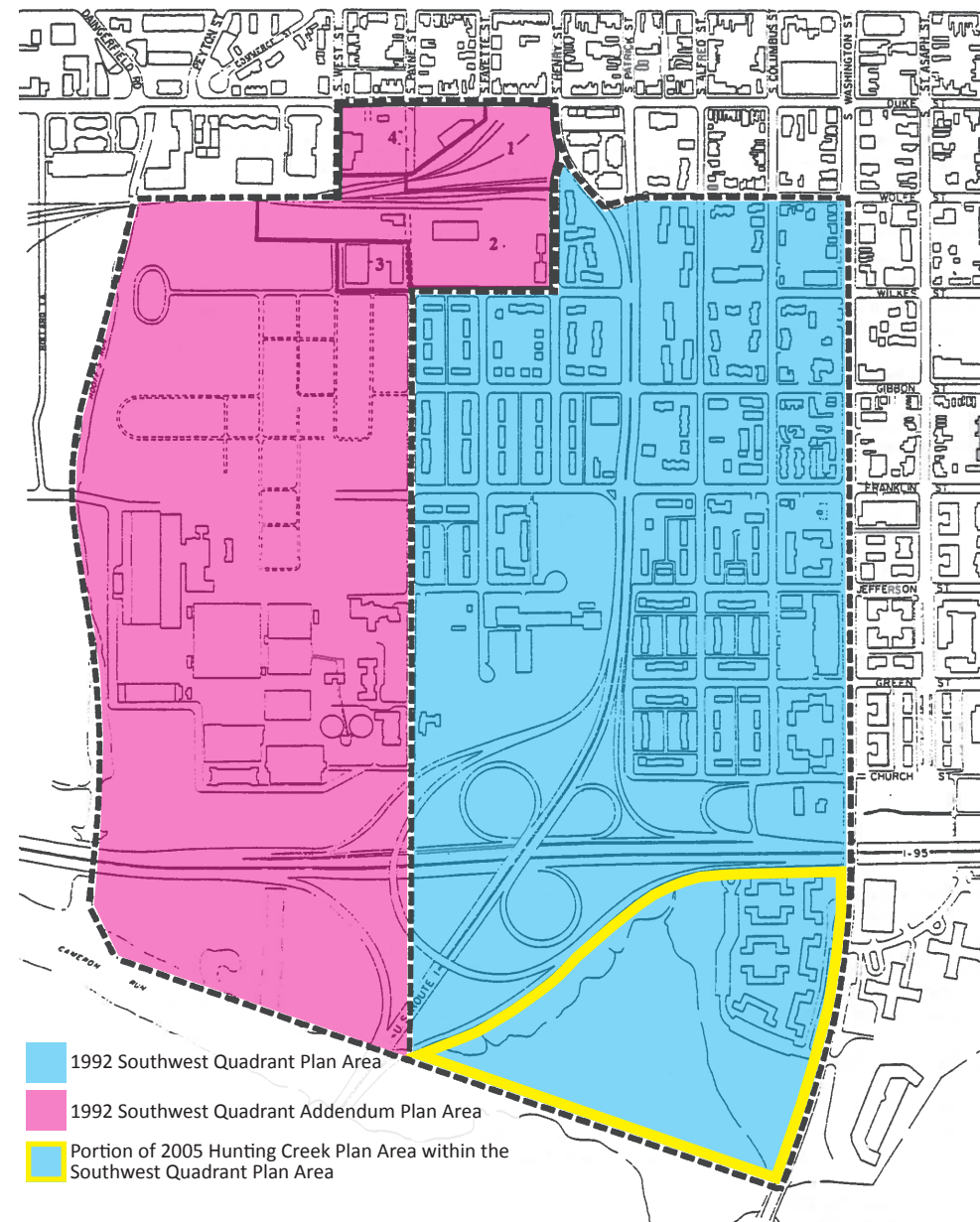


Figure 1. Southwest Quadrant 1992 Plan Area

3. That the 200 block of S. Fayette Street not connect through to the 500 block of S. Fayette Street.
4. That Eisenhower Avenue not connect through to S. Henry Street.
5. Wolfe Street shall be allowed to connect to Holland Land for use as an outlet, but shall not come further into the Southwest Quadrant.
6. Extend the Old and Historic Alexandria boundary 100 feet south of Duke Street between Henry and West Streets.

Since Plan adoption in 1992, there have been three Master Plan Amendments, including:

1. A change in land use designation from RM to RH; an increase in height from 45 to 60 ft within additional 20 ft for a limited number of rooftop architectural features on the southwest corner of Duke and Henry Streets (Ord. 3879).
2. A change in land use designation from CL to POS at 1001 S. Washington Street and 714 Church Street (Ord. 4674).

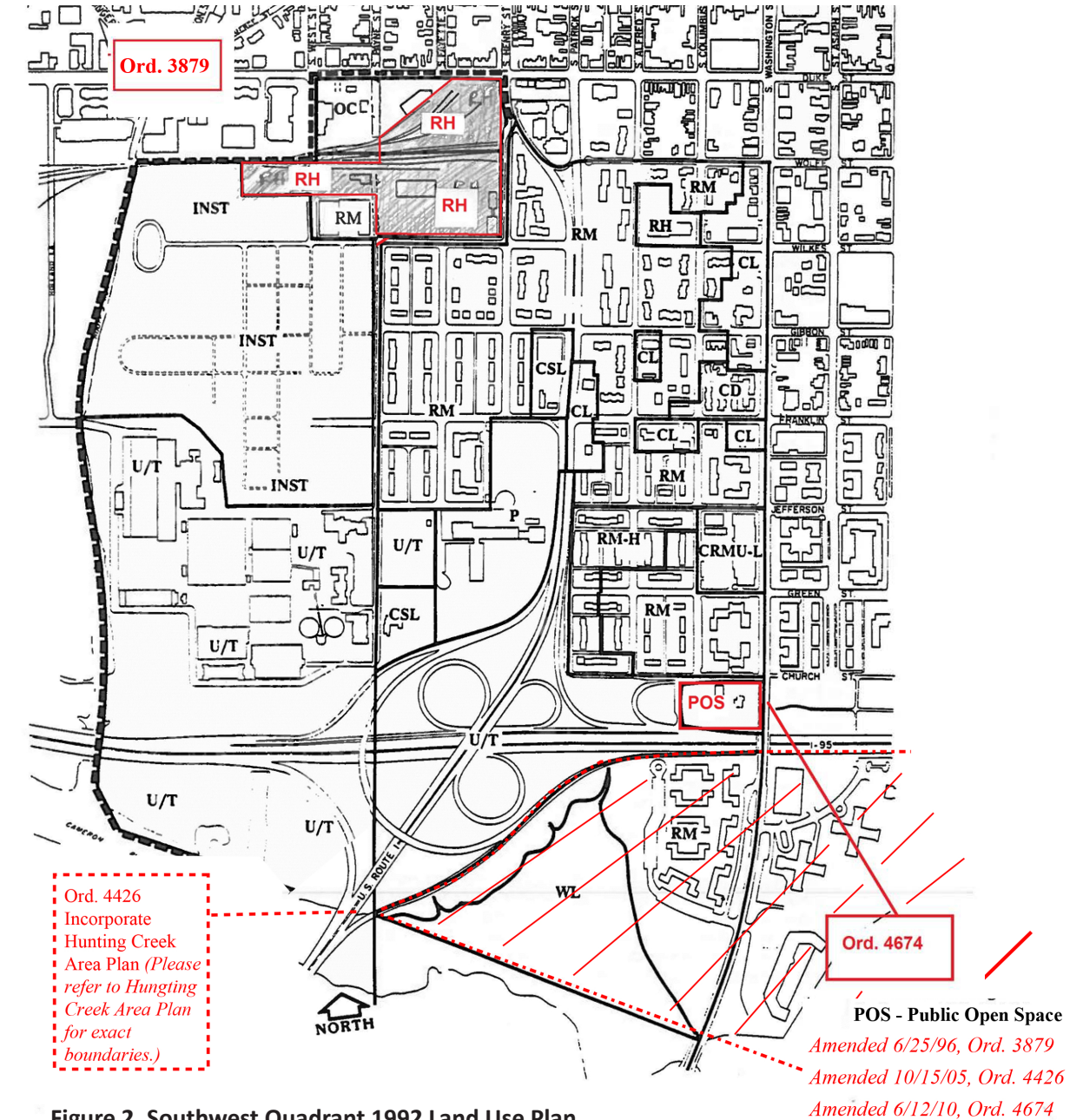
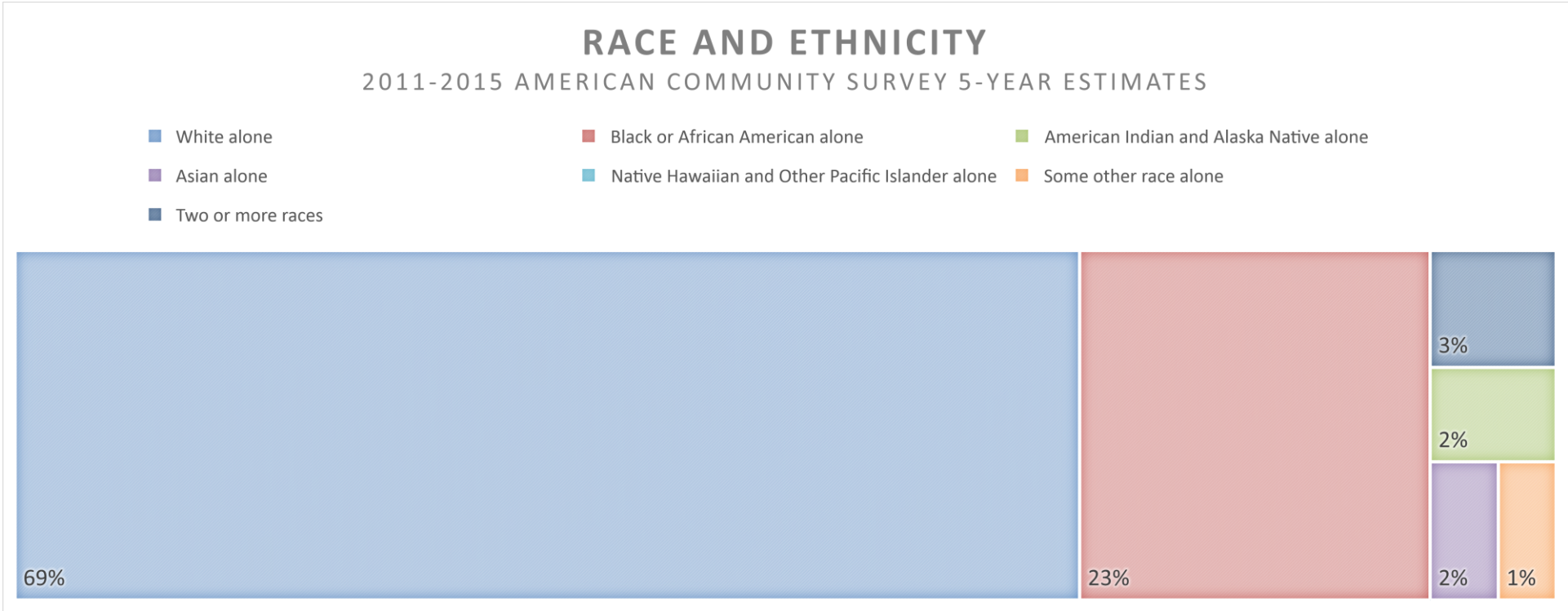
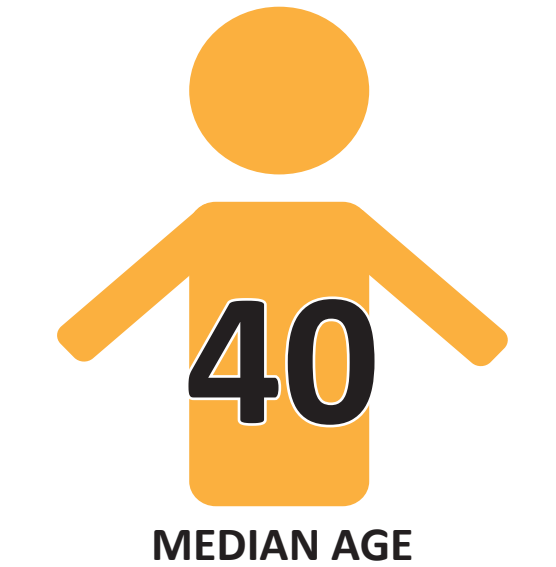


Figure 2. Southwest Quadrant 1992 Land Use Plan

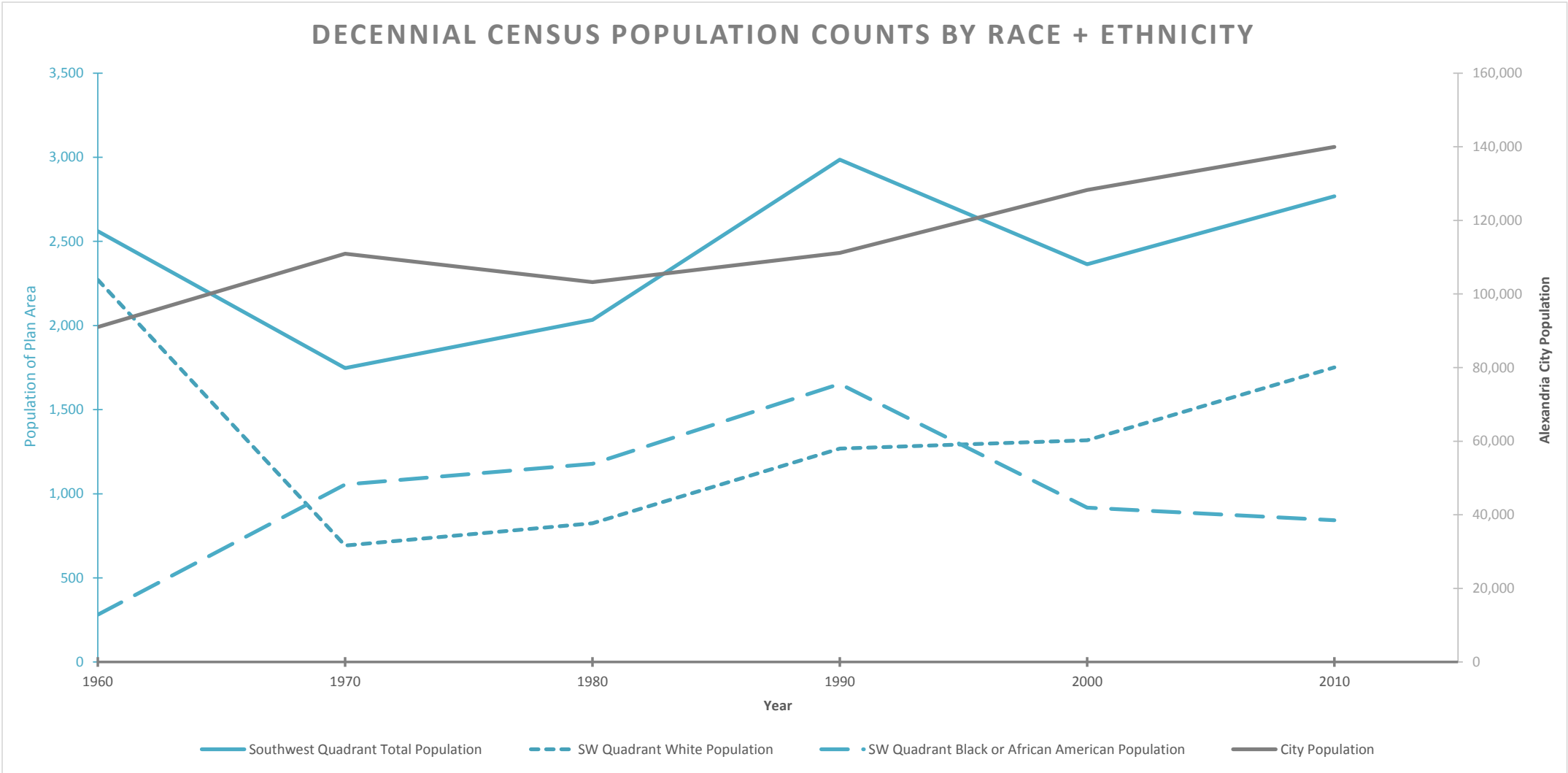
3. The [Hunting Creek Area Plan](#), a supplemental plan adopted October 2005 by [Ordinance 4426](#), includes a portion of the Southwest Quadrant Plan Area between the Capital Beltway and Washington Street (shown in the yellow outline in Figure 1). This Plan has a particular focus on affordable housing, neighborhood reinforcement, and enhanced connectivity to surrounding neighborhoods and the waterfront.

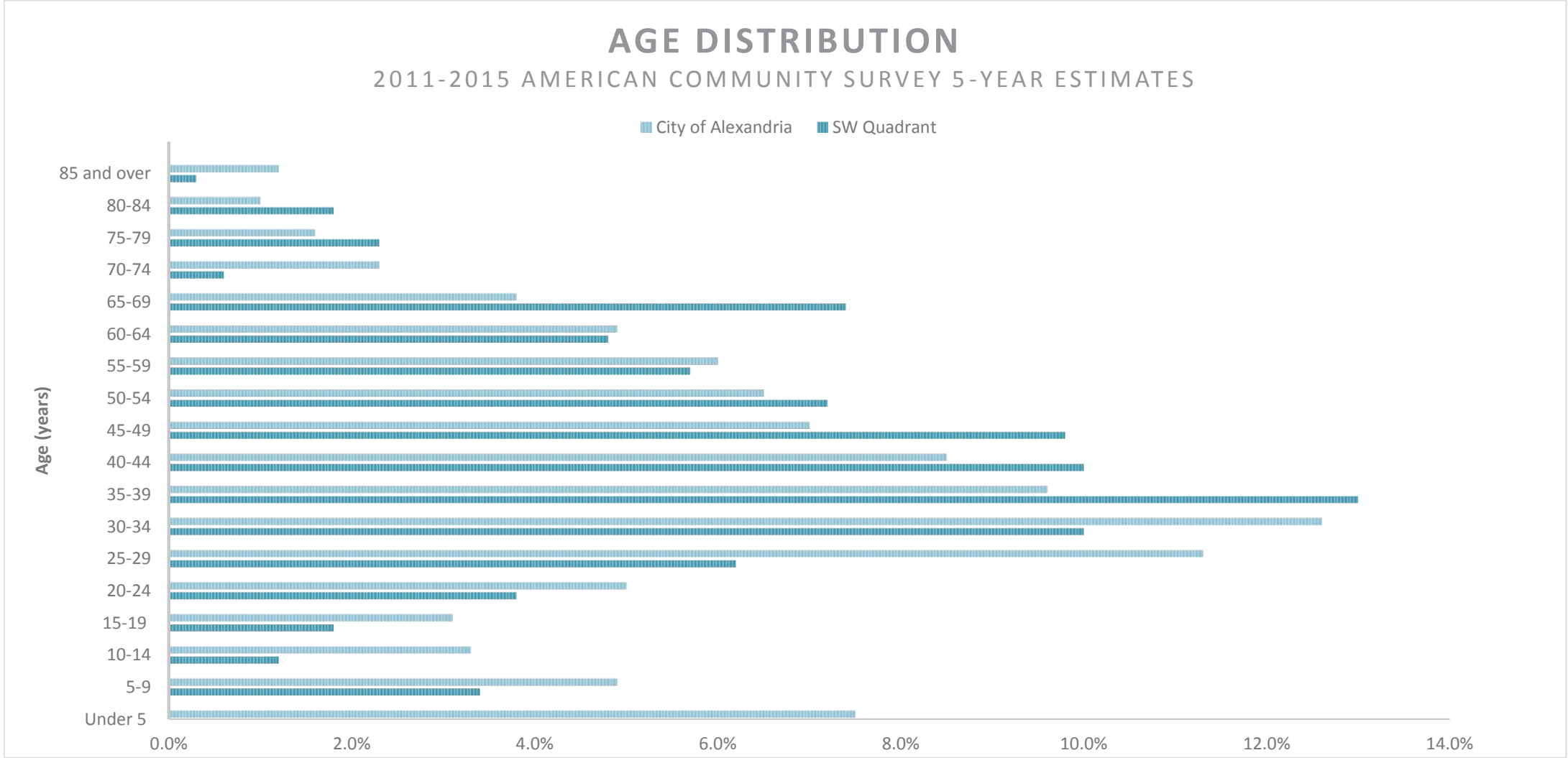
The [Transitway Corridors Feasibility Study](#), completed in 2012, reviewed the possibility of high capacity transit on three corridors to fill the City's transit needs. Corridor A included several concepts, including Concept 3 that extended from Braddock Metro station south to Fairfax County along Route 1. After an extensive public engagement process, the Corridor Work Group recommended resources focus on local mobility and circulation through other means besides high-capacity transit as such service in this area of the City was not seen as a priority.

II. DEMOGRAPHICS



*4.9% of the population also identifies as Hispanic or Latino

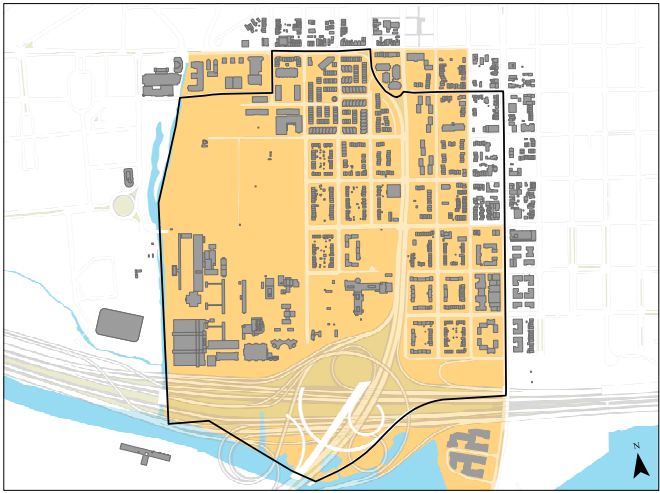
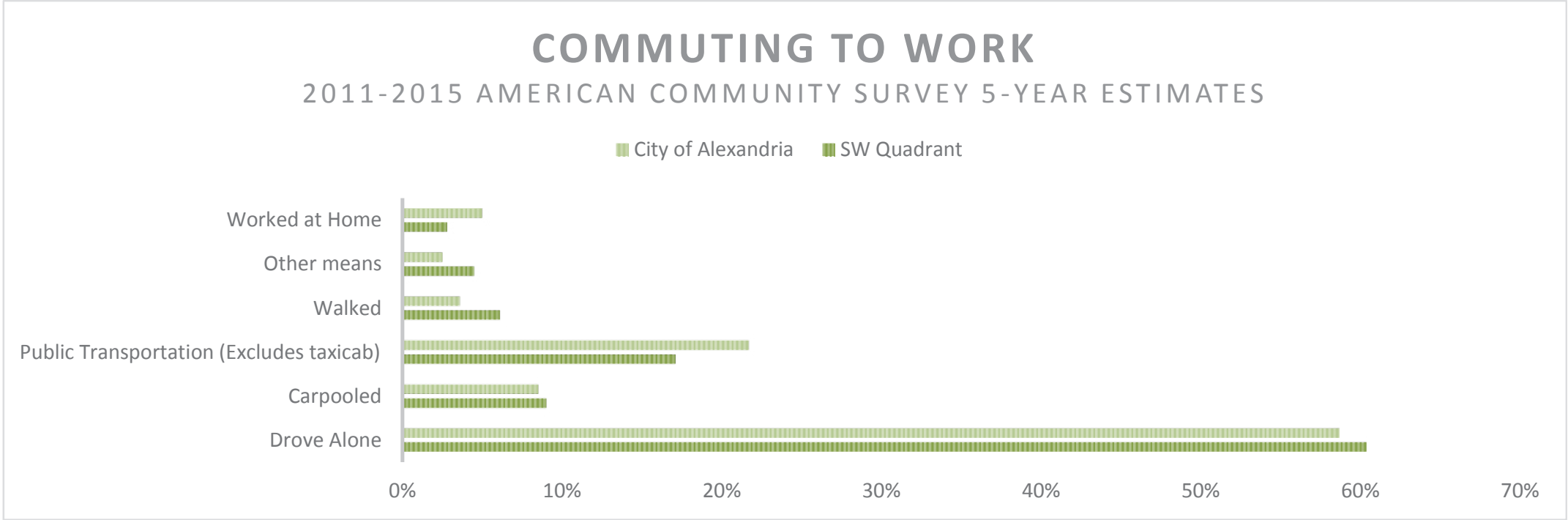




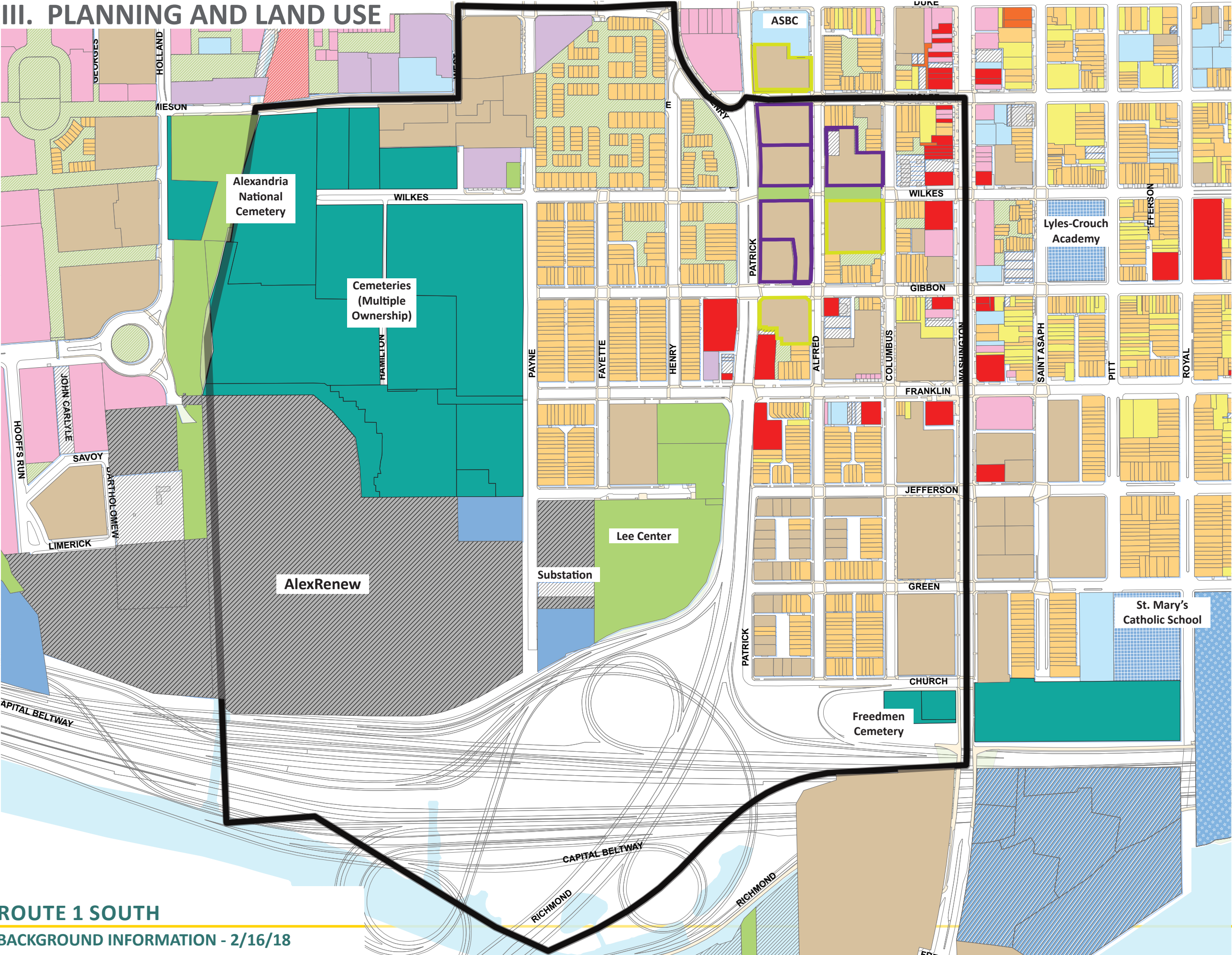
MEDIAN HOUSEHOLD INCOME



IN LABOR FORCE



III. PLANNING AND LAND USE



LEGEND

- Common Area
- Government - City
- Hotel/Motel
- Institutional
- Mixed-Office w/ Retail
- Mixed-Residential w/ Retail
- Mixed Residential
- Office
- Recreation and Parks
- Res - Multi-Family
- Res - SF Attached
- Res - SF Detached
- Retail/Service
- School
- Transportation
- Utility
- Vacant
- Warehouse
- Cemetery
- SW Quadrant SAP Boundary
- Heritage at Old Town
- Olde Towne West III

DESCRIPTION

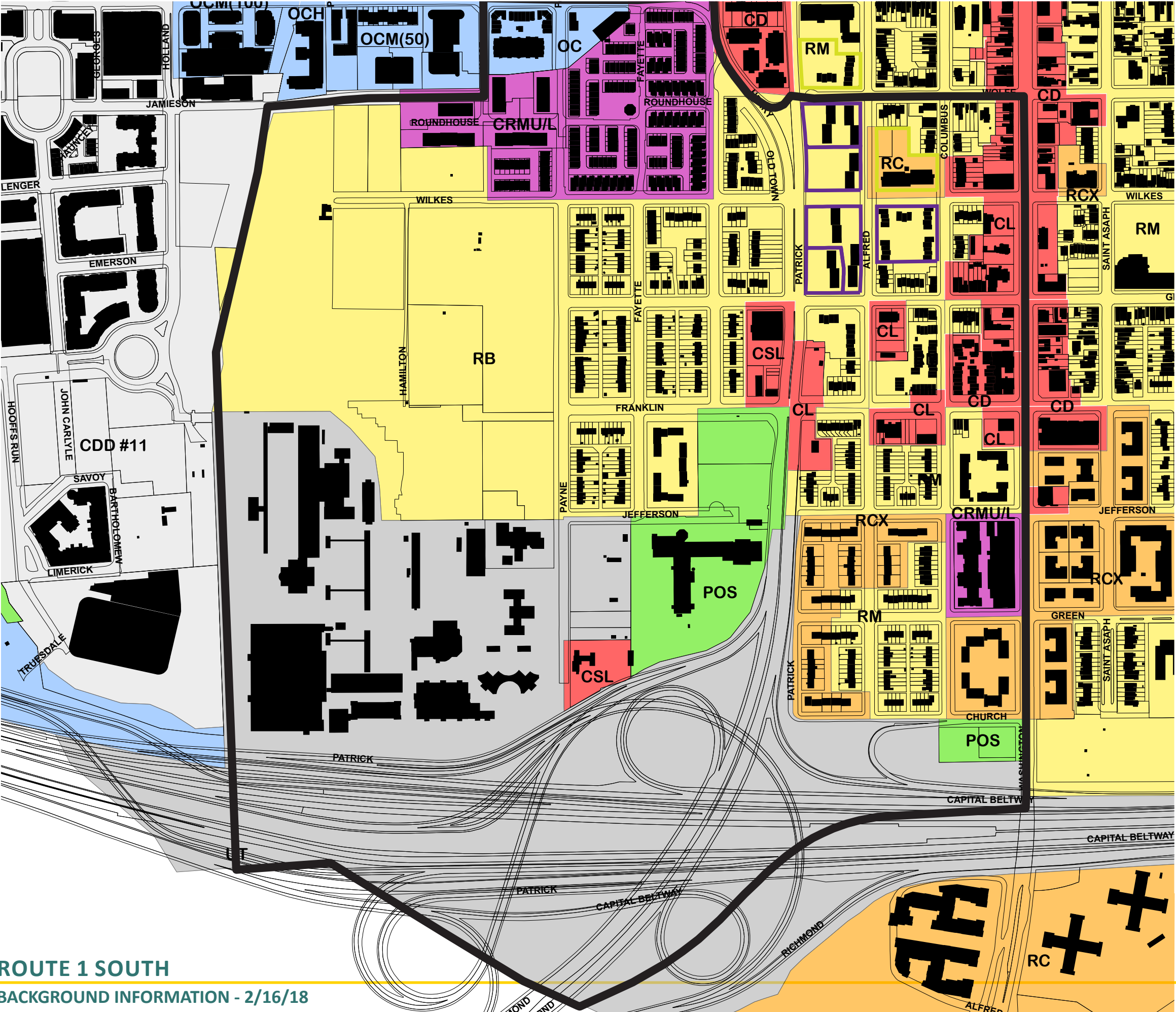
The existing land uses in the SW Quadrant SAP are primarily residential and institutional with a limited number of commercial/retail sites.

The location of the AlexRenew facility, the substation, and the cemeteries along the western edge places limitations to diversifying the land use mix in the plan area.

SCALE

0 250 500 1,000 1,500 Feet

N



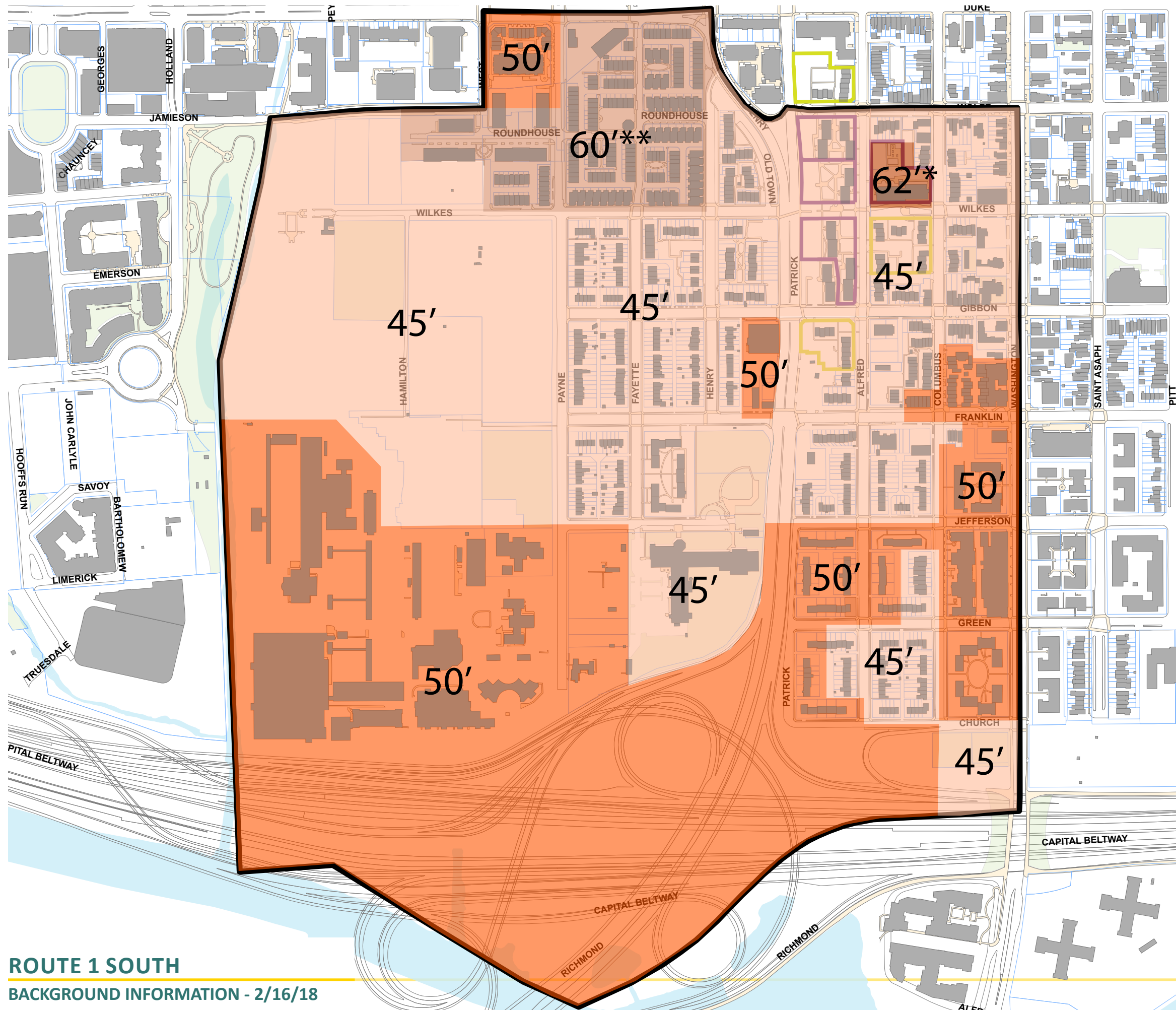
LEGEND

- Commercial (CD, CSL, CL)
- Coordinated Development Districts (CDD #1, CDD#2, CDD#11)
- Commercial Residential Mixed-Use (CRMU/L, CRMU/CD)
- Office (OC, OCH, OCM(50), OCM(100))
- Public Open Space (POS)
- Residential Low (RB, RM)
- Residential High (RC, RCX)
- Utility and Transportation (UT)
- SW Quadrant SAP Boundary
- Heritage at Old Town
- Olde Towne West III

DESCRIPTION

The existing zoning has largely been established through the 1992 SW Quadrant Small Area Plan with the RB (residential low) making up the majority of the plan area with limited commercial and mixed-use zones.





LEGEND

Per Southwest Quadrant Small Area Plan
Height Limits - Map 15

45' 50' 62'* 60'**

Notes:

- * 62' Per the SW Quadrant SAP -
50' Per Distric Height Map #1 Historic
- ** SUP 96-0056 Permitted under CRM-L Zone
45' e. of Payne Street
65' w. of Payne Street
50' n. of Wolfe Street
45' s. of Wolfe Street

- SW Quadrant SAP Boundary
- Heritage at Old Town
- Olde Towne West III

DESCRIPTION

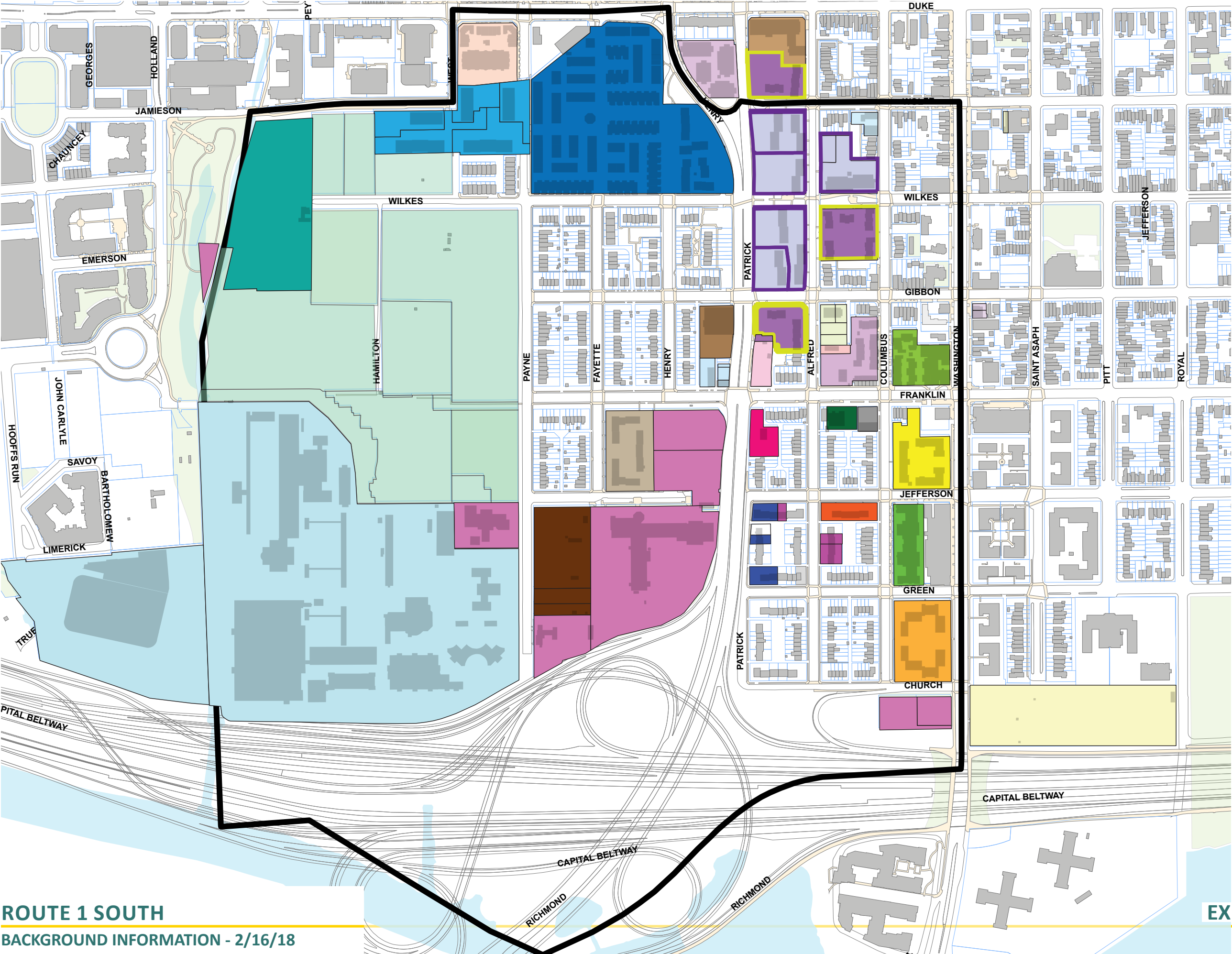
The maximum allowable building height limits are generally consistent with the underlying zone and the Height District map with a couple of exceptions. The Heritage at Old Town mid-rise building has a height limit of 62' per the 1992 SW Quadrant SAP which conflicts with the allowable 150' per the underlying RC zone.

Additionally, the 1992 SW Quadrant SAP does not match the subsequently approved SUP for the Old Town Village residential development as shown in the map.

SCALE

0 250 500 1,000 1,500 Feet





LEGEND

Multi-Family

- Olde Town West Properties, LLC
- AP Heritage, LLC
- Old Town Village HOA
- Old Town Village Condo
- Arch Hall Condo
- Washington Square Condo
- Old Town Gardens Condo
- Clayborne Apartments
- Gunstan Hall Apartments
- Fayette Court Condo
- Strathmore Co Inc.
- Kinzer Robert Lee
- Wilkening Rental Properties
- Duke Condominium

Cemeteries

- Alexandria National Cemetery
- Cemeteries - Multiple Owners
- St. Mary's Catholic Cemetery

Public

- City of Alexandria
- City of Alexandria Sanitation Authority

Commercial

- Alexandria Gateway Condo
- Becker Equipment co
- CEB LLC
- Hess Retail Stories LLC
- West Marine
- Old Town Windows & Doors
- Seven Eleven
- Greene Funeral Home
- Liberty Gas Station
- Virginia Public Service Co./Utility

Institution

- Alfred Street Baptist Church

- SW Quadrant SAP Boundary
- Heritage at Old Town
- Olde Towne West III

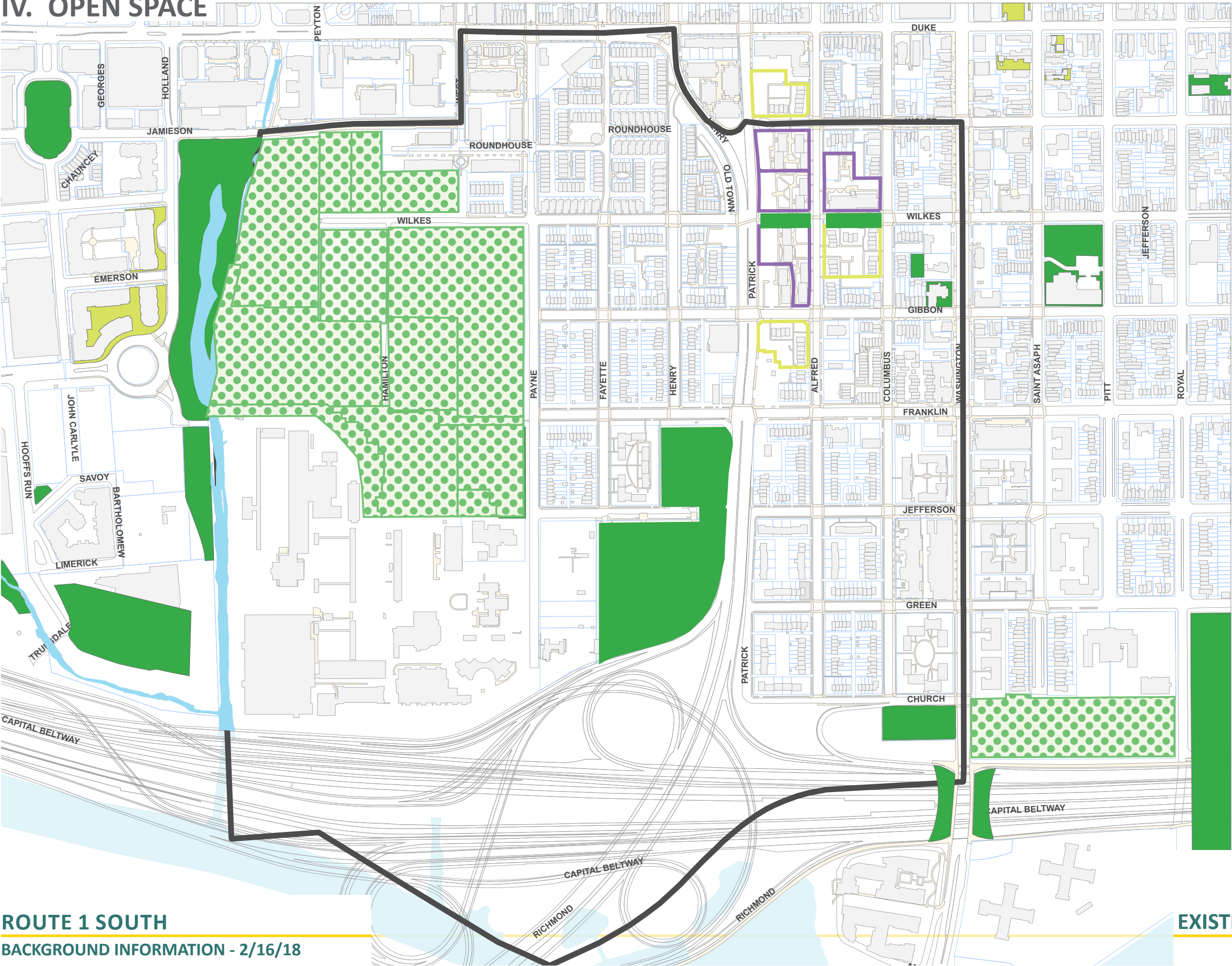
DESCRIPTION

This map primarily highlights larger commercial, multi-family, and institutional properties in the SW Quadrant plan area.

SCALE

02505001,0001,500Feet

IV. OPEN SPACE



LEGEND

- Public Open Space
- Private Open Space
- Private Open Space with Public Access
- SW Quadrant SAP Boundary
- Heritage at Old Town
- Olde Towne West III

DESCRIPTION

Publicly Owned Open Space:
 Lee Center: 9.04 acres
 Lyles-Crouch School: 1.14 acres
 Freedmen Cemetery: 1.11 acres
 AlexRenew: 3.74 acres
 Wilkes Street (2 block park): 0.7 acres
 African American Heritage Memorial Park: 6.4 acres
 Total: 22.13 acres

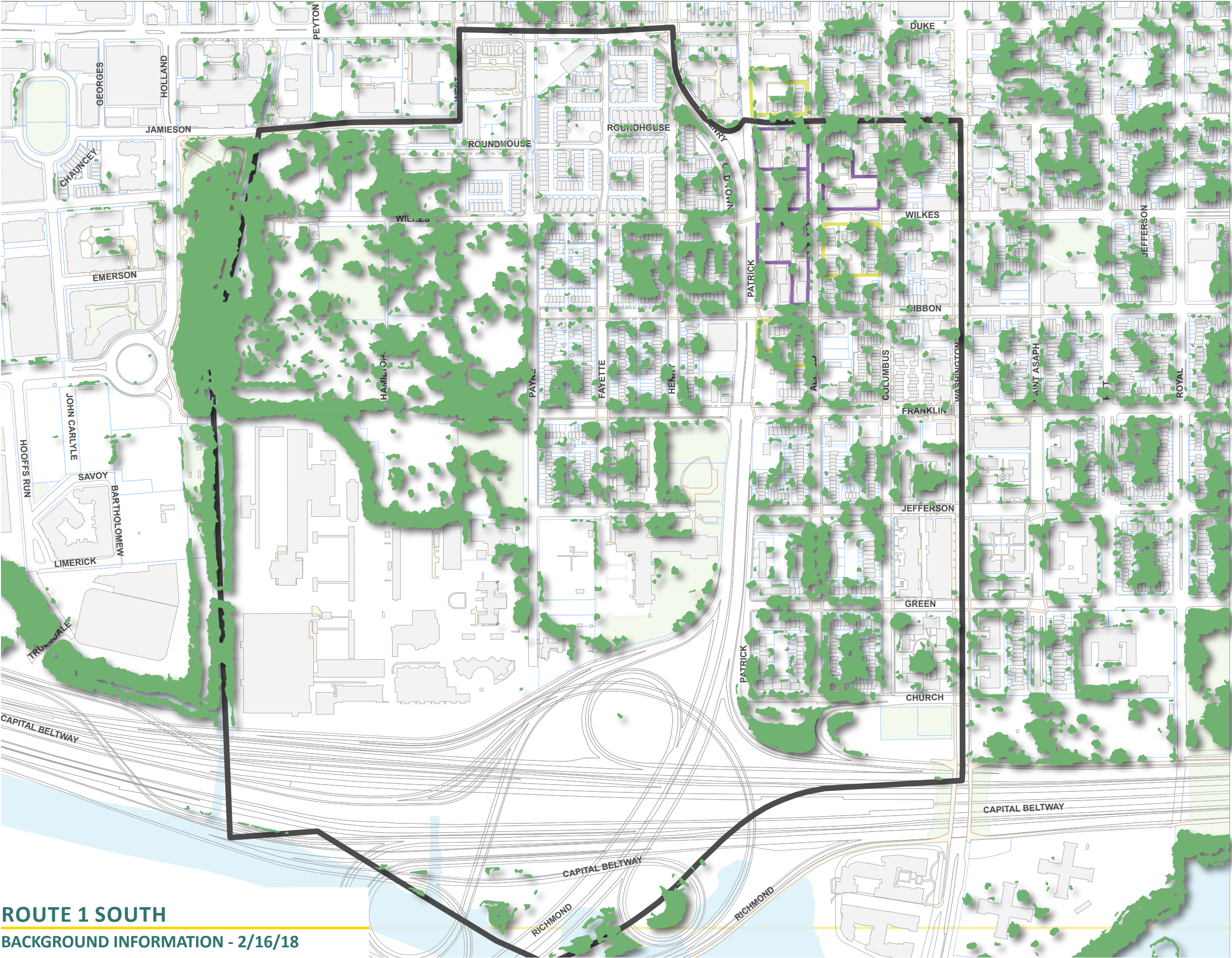
Private with Public Access
 Cemeteries: 40 acres
 St. Mary's Catholic Cemetery: 4.4 acres
 Total: 44.4 acres

Total Public Open Space
 66.53 acres

SCALE

0 250 500 1,000 1,500 Feet





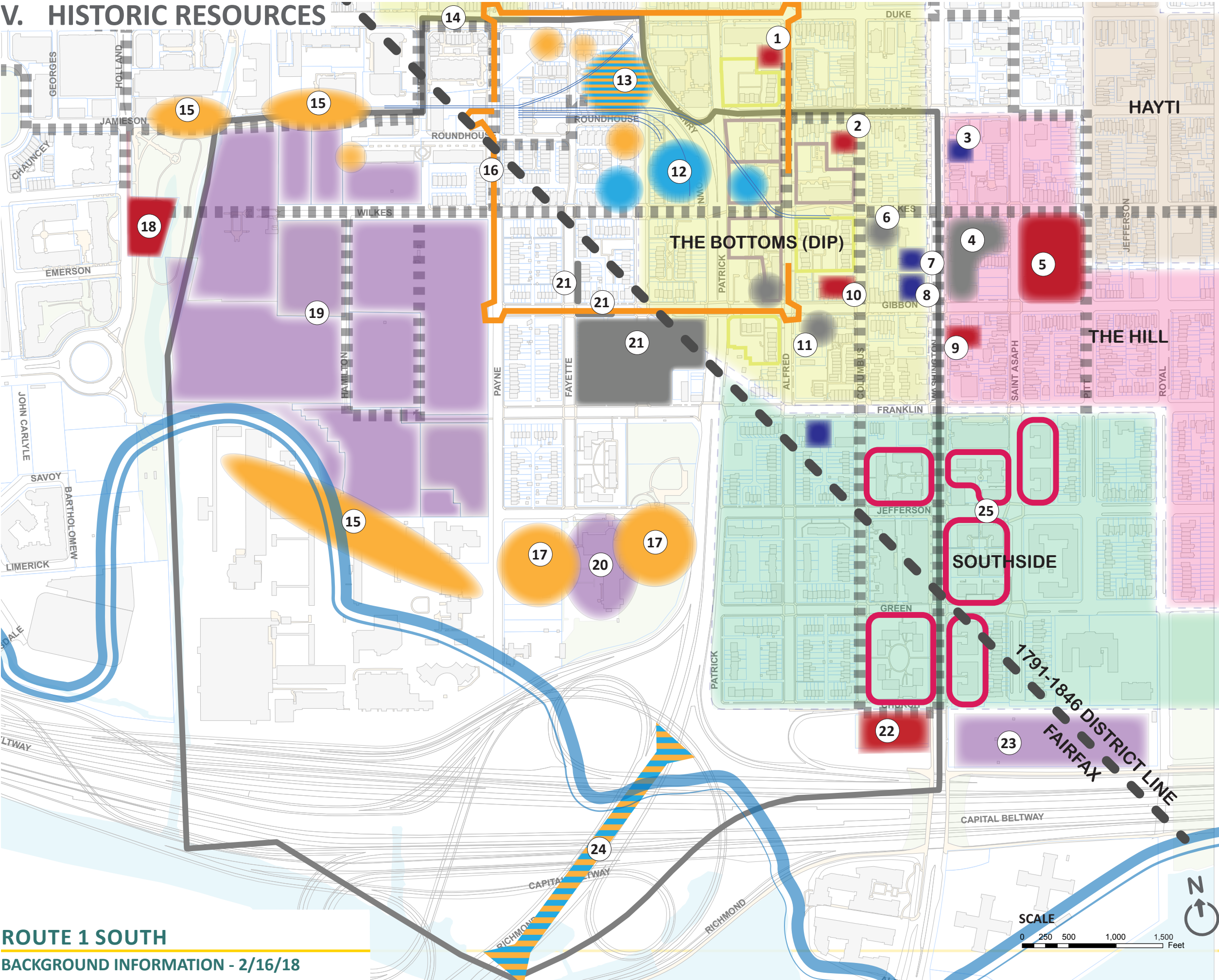
- LEGEND**
- Tree Canopy
 - SW Quadrant SAP Boundary
 - Heritage
 - Olde Towne West III

DESCRIPTION

Tree Canopy Coverage = 19% of SW Quadrant plan area



V. HISTORIC RESOURCES



LEGEND

THEMES

- African American Life
- Institutional
- Transportation
- Industry
- Military
- Cemeteries

NEIGHBORHOODS

- Hayti
- The Hill
- The Bottoms (Dip)
- Southside
- 1927 Historic Shoreline
- Heritage Trails - See www.alexandriava.gov/heritagetrails for complete maps

- SITE KEY**
- Alfred Street Baptist Church
 - Odd Fellows Home
 - Washington Public School/Academy
 - C.C. Smoot and Sons Tannery
 - Lyles-Crouch Academy
 - Century Mftg Co. Shirt Factory
 - Queen Anne Style House
 - Historic Clubhouse "Old Club"
 - Robert's Memorial Chapel
 - Hepsabon Baptist Church
 - Bottling House
 - Orange and Alexandria Railroad
 - Roundhouse
 - 1315 Duke St. Slave Pen
 - Civil War Embankments
 - Fort Haupt - Stockade/Soldier's Rest
 - Civil War Union Camp
 - Black Baptist Cemetery
 - Cemeteries (Multiple Owners)
 - Davis Methodist Cemetery
 - C. Church Vegetable Gardens
 - Freedmen Cemetery
 - St. Mary's Cemetery
 - Hunting Creek Bridge
 - 1940s Garden Style Apartments

THEMATIC
CHARACTERISTICS

MILITARY

INDUSTRY

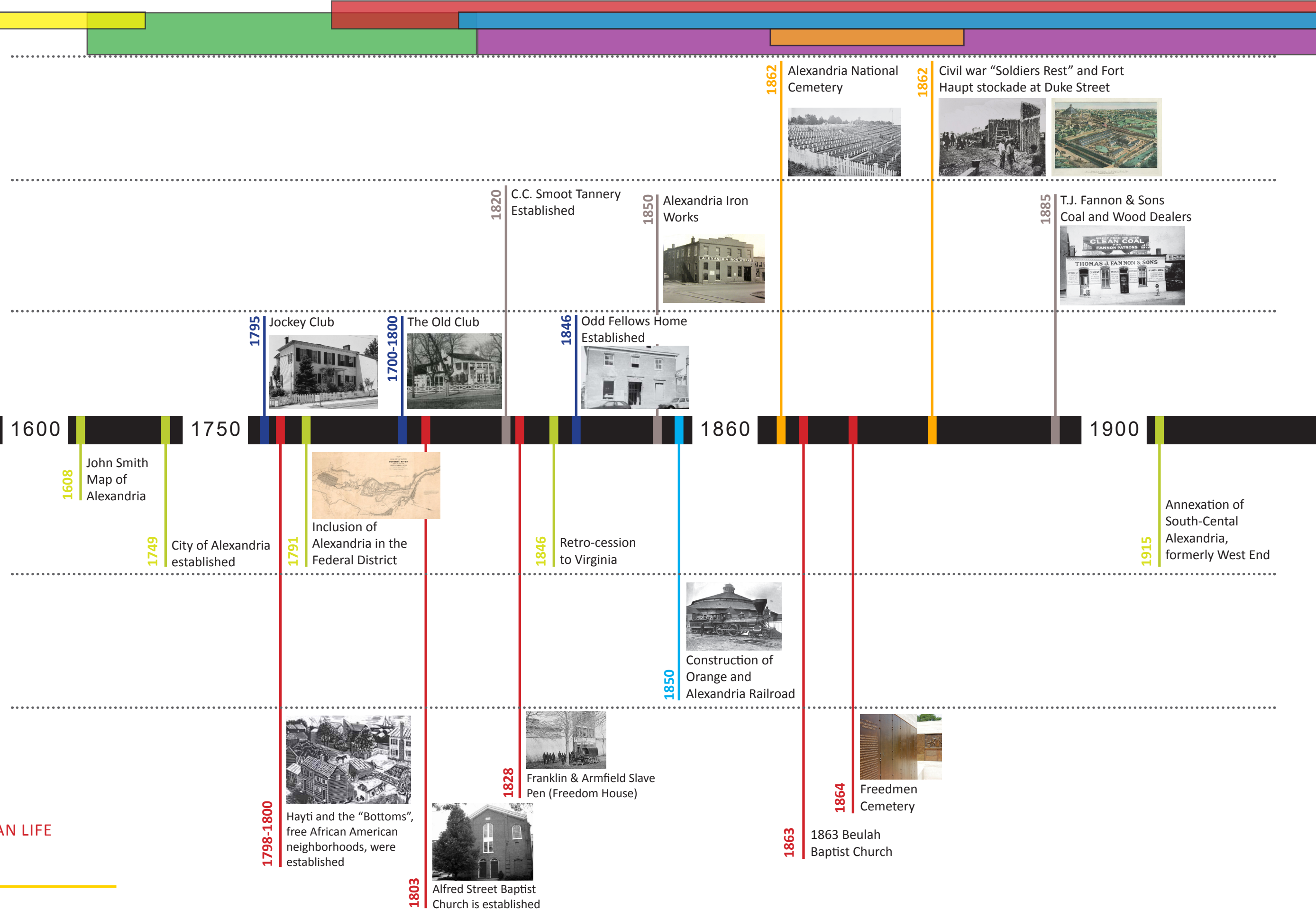
INSTITUTIONAL

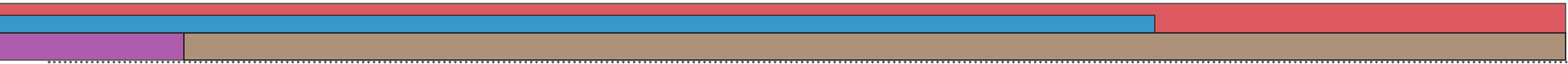
Pre-History
Native American Life

PLANNING

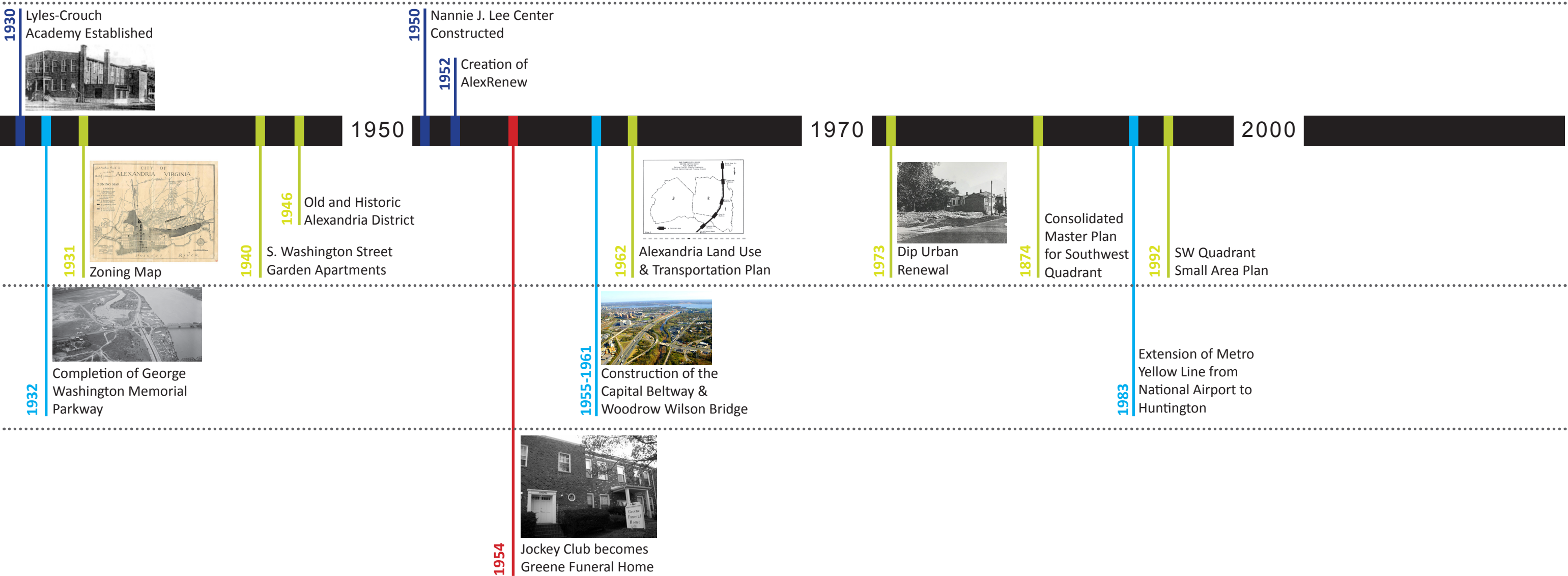
TRANSPORTATION

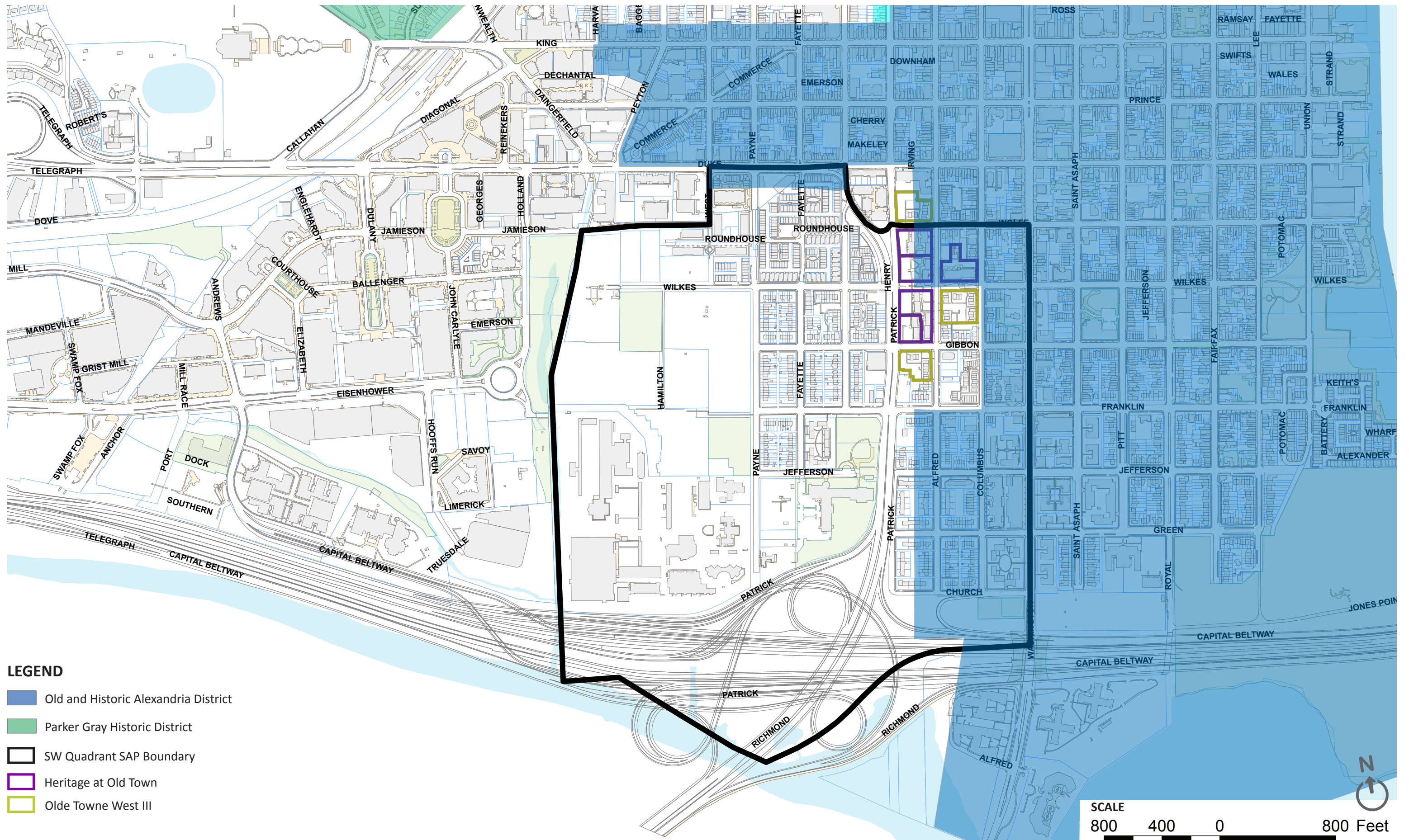
AFRICAN AMERICAN LIFE

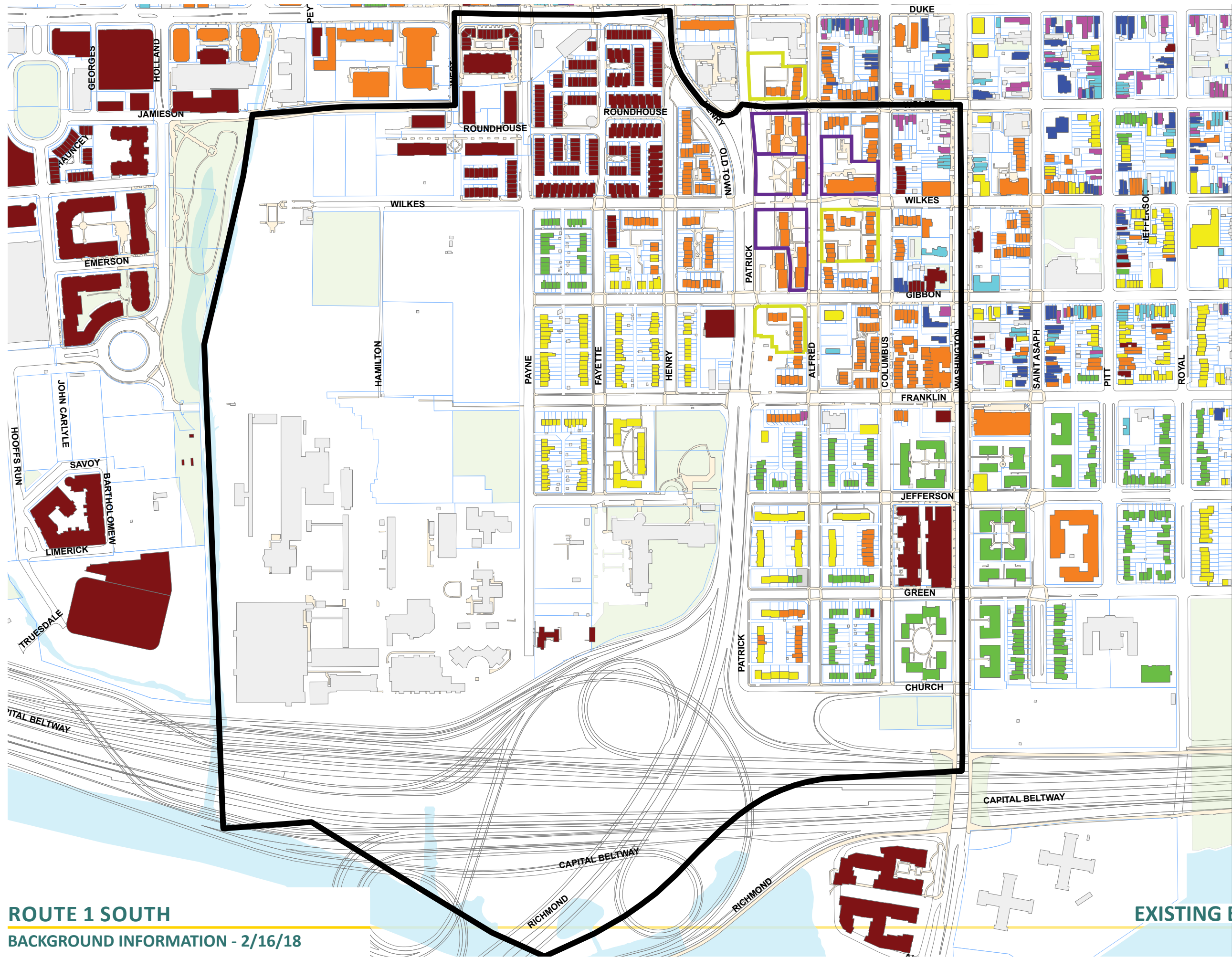




- Thematic Characteristics**
- Native American Life
 - European Settlement
 - African American Life
 - Transportation
 - Commerce/Industry
 - Military
 - Suburbanization







LEGEND

- 1796-1835
- 1836-1875
- 1876-1913
- 1914-1943
- 1944-1966
- 1966-1991
- 1992-2017
- SW Quadrant SAP Boundary
- Heritage at Old Town
- Olde Towne West III

DESCRIPTION

The majority of the residential structures in the SW Quadrant SAP was developed in the mid 20th Century as a result of the urban renewal project, known as The Dip, that took place in the plan area. In addition the plan area includes a number of post war garden style apartments, primarily along Washington Street.

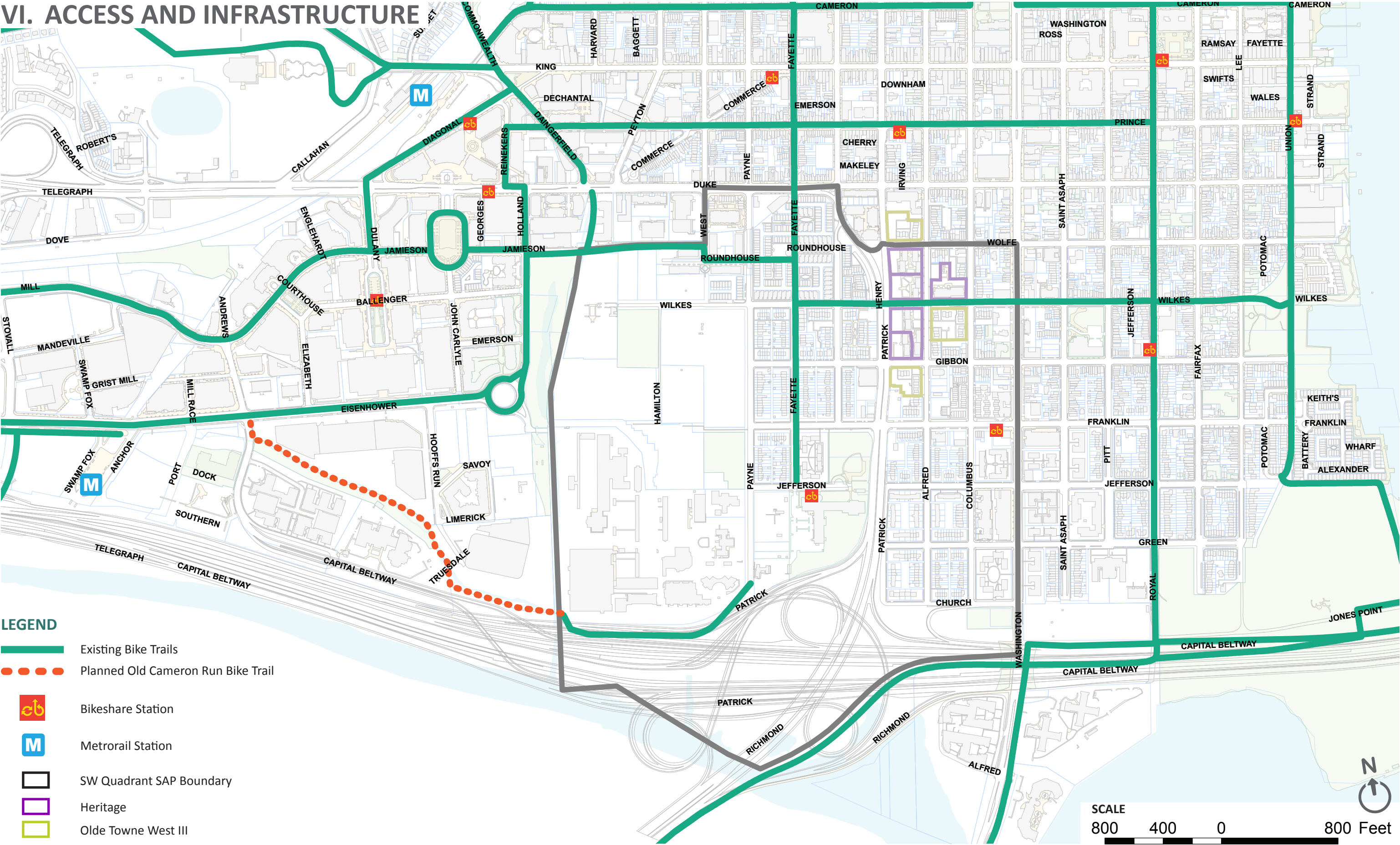
A limited number of development activity occurred since the development of the Old Town Village in the late 1990s, the most recent being Wilkes Row constructed in 2016.

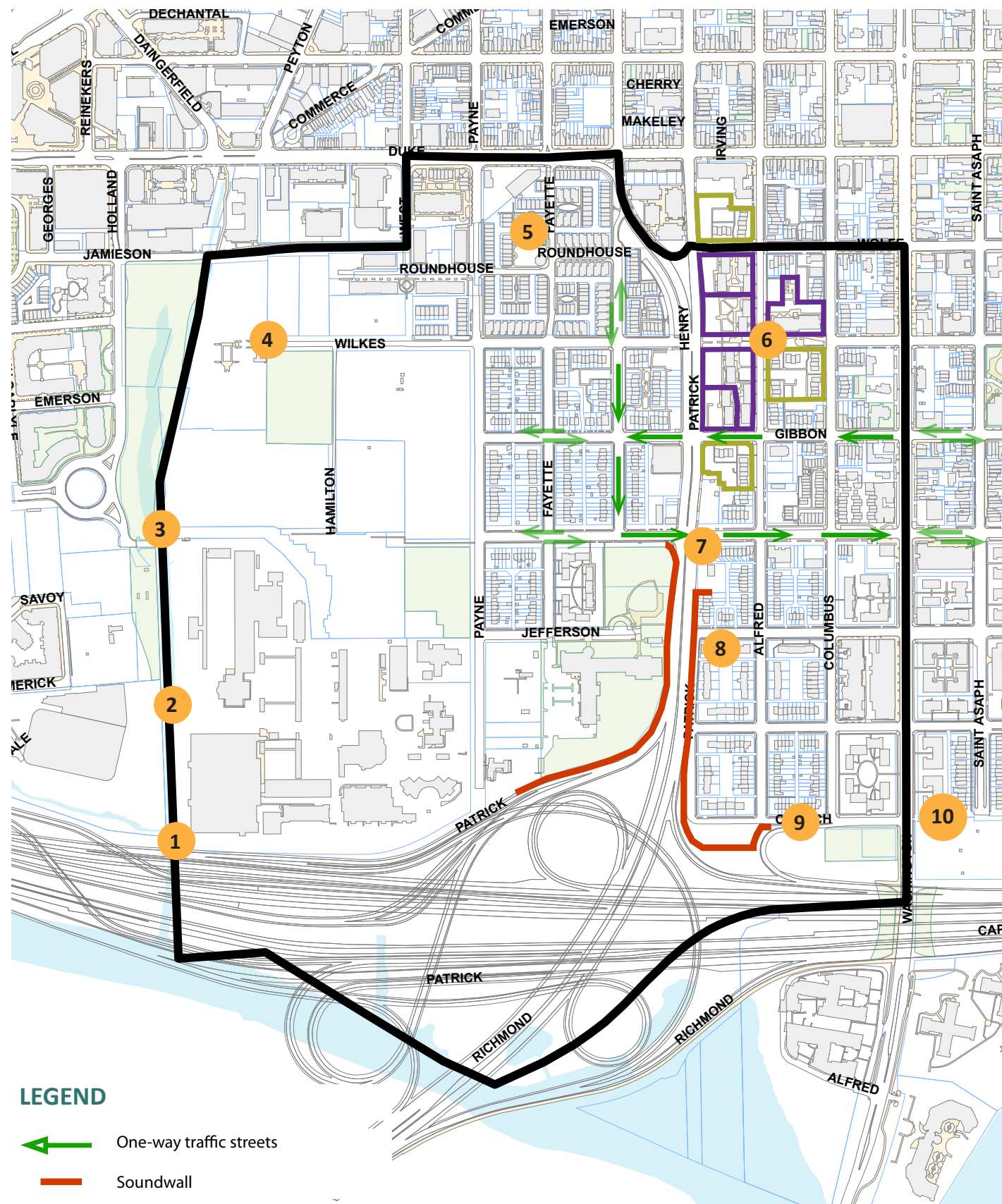
SCALE

0 250 500 1,000 1,500 Feet



VI. ACCESS AND INFRASTRUCTURE





ROUTE 1 SOUTH

BACKGROUND INFORMATION - 2/16/18



Future Old Cameron Run Trail



Bridge over Hoof's Run



Bridge over Hoof's Run



Wilkes Street at Cemetery



Private Development Gates



Wilkes Street Pedestrian only access on Alfred Street



Rt 1 sound wall at Franklin Street



S Patrick St looking at Rt 1 sound wall



Trail access from S Columbus Street



Mt. Vernon Trail access at S Washington Street

DESCRIPTION

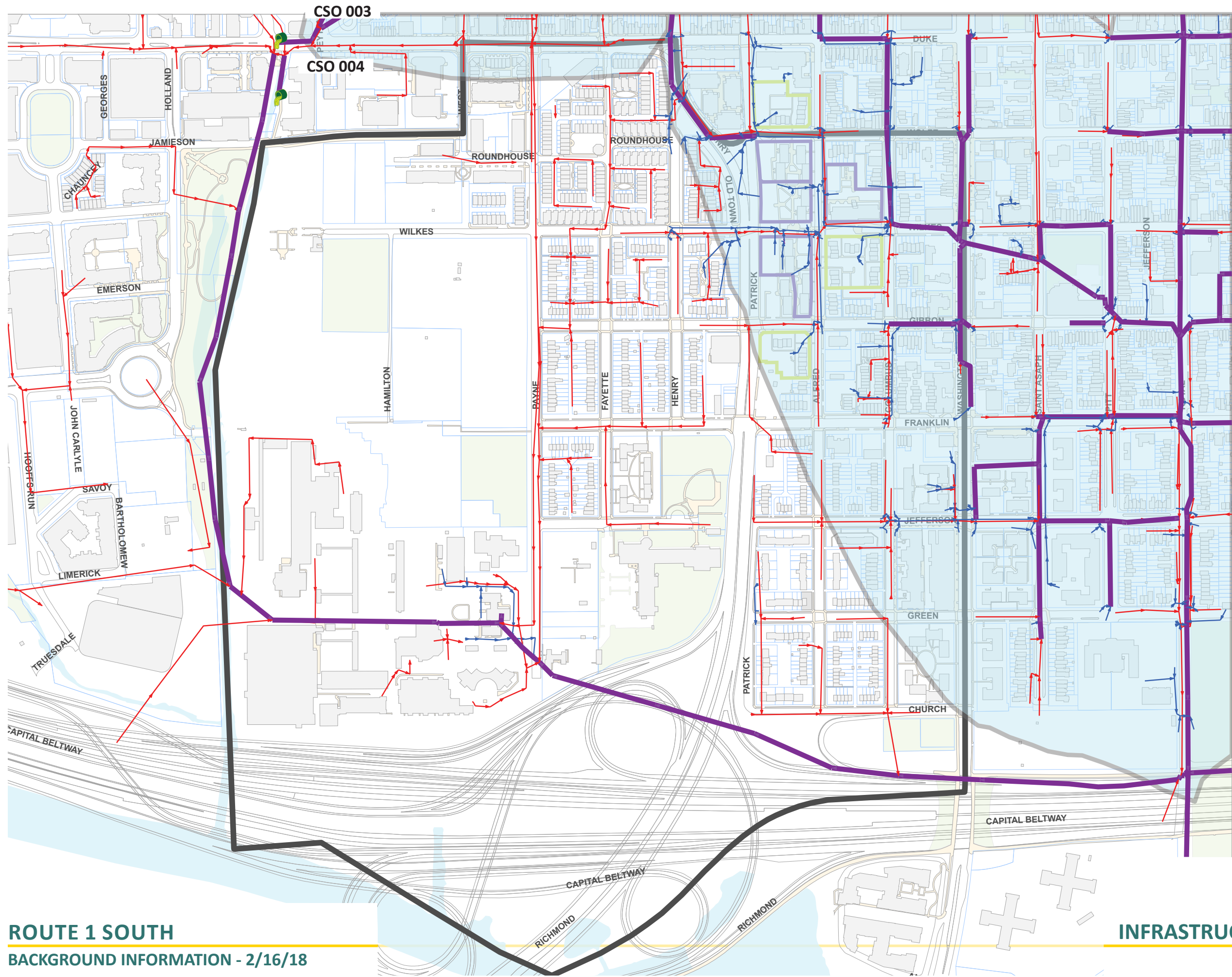
Many of the physical barriers shown are a result of the 1992 Southwest Quadrant Small Area Plan's goals and objectives to protect existing residential development from commuter traffic by not allowing through connections. Private streets, bollards, arm barricades, and the raised median along Duke Street between West and Henry Street (number 5 on the map), for example, guarantee limited through traffic on Payne and Fayette Streets by nature of their design.

Also attributing to this are the sound walls which limit east/west movement across Route 1 on Jefferson Street. Further, a transportation recommendation of the 1992 Plan included prevention of Eisenhower Avenue to connect to S. Henry Street, which is achieved by the placement of AlexRenew's secure facility, and therefore limited access bridges and roadways, between Hoof's Run and Payne Street south of the cemeteries.

SCALE
800 400 0 800 Feet

CIRCULATION: CONNECTIVITY





LEGEND

- Combined Sewershed Area
- Combined Sewer
- Sanitary Sewer
- Storm Sewer
- Combined Sewer Outfall
- SW Quadrant SAP Boundary
- Heritage
- Olde Towne West III

DESCRIPTION

A portion of the SW Quadrant plan area lies within the City's combined sewershed with two combined sewer outfalls; Duke Street CSO-003 and Hoof's Run CSO-004.

[The Memorandum to Industry No. 07-14](#) outlines the development requirements for the combined service area.

SCALE

0 250 500 1,000 1,500 Feet



VII. AFFORDABLE HOUSING DEFINITION OF TERMS

Area Median Income (AMI): Income levels that are annually established by the Department of Housing and Urban Development (HUD) for households of various sizes, where half of the households in the area earn more and half earn less. In 2017, the area median income limit for the Washington, DC Metropolitan Statistical Area is \$110,300.

Affordable Housing: Rental or ownership housing costing no more than approximately 30% of a household’s gross monthly income before taxes. In the City of Alexandria, affordable rental housing serves households with incomes up to 60% AMI, and workforce affordable homeownership housing serving households typically earning 80%-100% (120%)AMI.

Committed Affordable Units (CAUs): Housing units that are available to income-eligible households through rent and/or occupancy restrictions imposed as a condition of assistance under federal, state or local programs. Targeted income levels vary by program.

Housing Choice Vouchers: The housing choice voucher (HCV) program is the federal government’s major program for assisting very low-income families, the elderly, and the disabled to afford housing in the private market. HCV holders pay 30% of their income toward the rent, and the HCV pays the difference up to an established fair market rent, including utility costs. In the City, HCVs are administered by the Alexandria Redevelopment Housing Authority (ARHA).

Market Affordable Housing: Non-subsidized rental units affordable to households earning 60% AMI (which in 2017 ranged from \$46,380 for a one-person household to \$66,180 for a four-person household). Rents at these units are not restricted and may cease to be affordable at any time. In 2017, there were fewer than 1,800 market-affordable units in the City (a 90% reduction from 2000). Market-affordable units preserve diversity and provide housing opportunities to younger families, new residents, and recent graduates, as well as to longtime Alexandrians. They enable workers critical to our economy across numerous industries and sectors (such as social services, education, public health and safety, arts and entertainment, and retail) to live affordably in the City.

Project Based Vouchers: Funded by the federal government, project-based vouchers (PBVs) are a critical source of deeply affordable housing in the City. They constitute approximately 30% of the City’s committed affordable rental housing stock. Residents pay 30% of their income toward the rent, and the PBV pays the difference up to an established fair market rent, and potentially, some utility costs. PBVs operate similarly to Housing Choice Vouchers, but are tied to a specific property rather than a household. PBV contracts typically have 20-year term of affordability with varying options to renew or extend. In the City, some PBVs are administered by the Alexandria Redevelopment Housing Authority (ARHA)while others are administered through Housing Assistance Contracts managed directly by HUD or other funding agencies.

Workforce Housing: Housing units that serve households of moderate incomes earning 60-80% AMI for rental units and 80% - 120% AMI for ownership units.

VIII. RELATED CITY PLANS AND POLICIES

PLANNING

- 1992 Southwest Quadrant Small Area Plan
- City of Alexandria Zoning Ordinance
- 2017-2022 City Strategic Plan
- BAR Design Guidelines
- Washington Street Standards

TRANSPORTATION

- Comprehensive Transportation Master Plan
- Alexandria Complete Streets Design Guidelines
- Pedestrian and Bicycle Mobility Plan
- Green Sidewalks BMP Design Guidelines

INFRASTRUCTURE AND ENVIRONMENTAL SUSTAINABILITY

- Eco-City Charter 2008
- 2009 Environmental Action Plan 2030
- Energy and Climate Change Action Plan
- Water Quality Management Supplement
- Long Term Control Plan
- Stormwater Management Plan
- Memorandum to Industry No. 07-14

PARKS, RECREATION AND CULTURAL ACTIVITIES

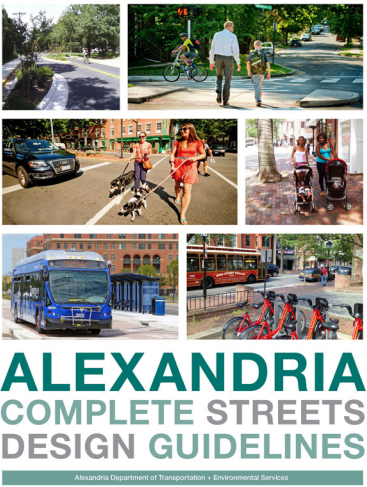
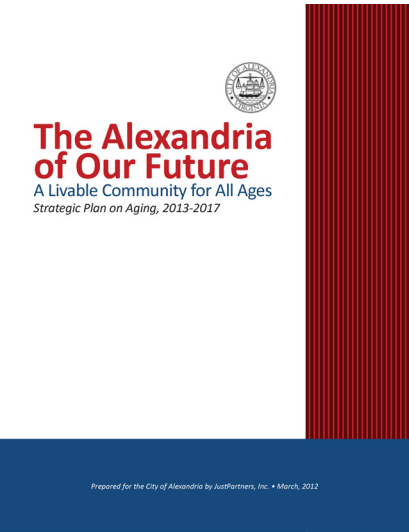
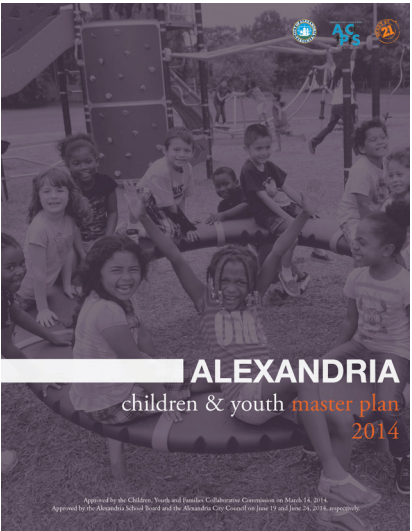
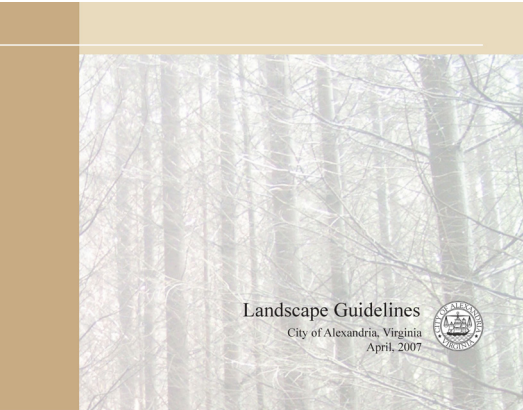
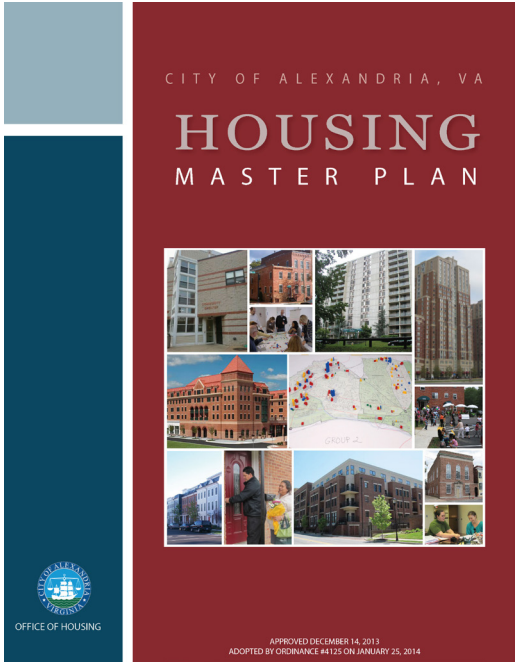
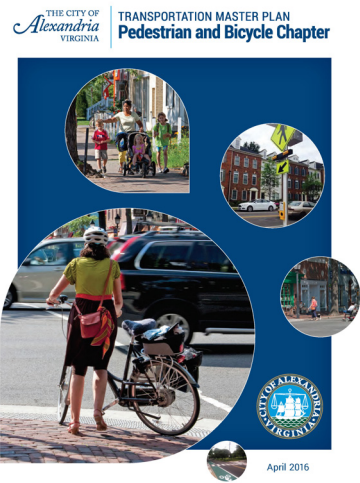
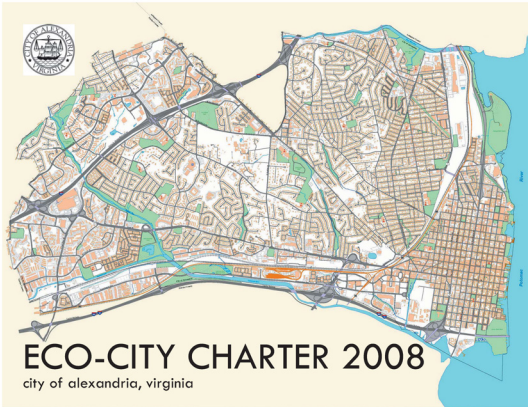
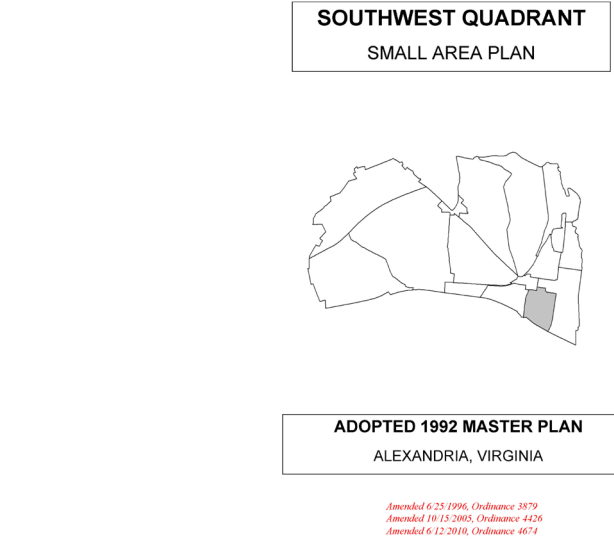
- 2002 Open Space Plan
- Landscape Guidelines
- Urban Forestry Master Plan
- Natural Resource Management Plan
- Neighborhood Parks Improvement Plan

HOUSING

- Housing Master Plan
- The Alexandria of our Future (Strategic Plan on Aging, 2013-2017)
- Alexandria Children and Youth Master Plan 2014

ROUTE 1 SOUTH

BACKGROUND INFORMATION - 2/16/18



RELATED CITY PLANS AND POLICIES